

1 AUGUST 1999



*Manpower and Organization*

**PROGRAMMING USAF MANPOWER**

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Supersedes AFI 38-204, 29 April 1994

Pages: 41  
Distribution: F

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This instruction implements AFD 38-2, *Manpower*. It explains how to program and allocate Air Force Active, and Air Reserve Component (ANG/USAFR) manpower resources. It also specifies how to meet overseas manpower ceilings, use military manpower, code military-essentiality status, and administer the Air Force accounts for manpower during travel, leave, and permanent change of station moves. In addition, it explains the manpower data system (MDS) and how it is used to manage manpower resources. A glossary of terms is at Attachment 1. **Records Disposition.** Maintain and dispose of all records created by processes prescribed in this publication IAW AFMAN 37-139, *Records Disposition Schedule*.

**SUMMARY OF REVISIONS**

This is a revision of AFI 38-204, 29 April 1994. It addresses new base operating support (BOS) factors, individual mobilization augmentee (IMA) requirement criteria and validation, changes from DoDI 7730.64, *Automated Extracts of Manpower and Unit Organization Element Files*, 7 March 1995, and reflects new organizational references and manpower data system changes. A bar ( | ) indicates revision from previous edition.

<b>Chapter 1— PROGRAMMING AND ALLOCATING USAF MANPOWER</b>	<b>4</b>
1.1. Manpower Resources. ....	4
1.2. Chain of Responsibilities: .....	4
1.3. Manpower Resource Levels. ....	4
1.4. Manpower Resource Accountability. ....	5
1.5. Manpower Allocation Procedures: .....	6
1.6. Host Tenant Manpower Actions. ....	7
1.7. Base Support. ....	7

Table 1.1. Base Support Factors. .... 8

    1.8. Manpower Time phasing. .... 9

    1.9. Authorizations for Nonpermanent Party and Other Services. .... 10

**Chapter 2— RESERVE FORCES UNIT MANPOWER AUTHORIZATIONS 11**

    2.1. Authorizing Manpower Requirements. .... 11

    2.2. Managing Manpower Requirements. .... 11

    2.3. Responsibilities. .... 11

    2.4. Establishing Manpower Requirements: .... 12

    2.5. Changes in Grade. .... 12

**Chapter 3— INDIVIDUAL MOBILIZATION AUGMENTEE (IMA) AUTHORIZATIONS 14**

    3.1. Definition. .... 14

    3.2. Criteria. .... 14

    3.3. Additional Guidelines. .... 15

    3.4. Restrictions. .... 15

    3.5. Requirements Validation Process. .... 15

    3.6. IMA Funding Process. .... 16

    3.7. General Officer Authorizations. .... 16

    3.8. Reporting Requirements. .... 16

**Chapter 4— THE TRANSIENT ACCOUNT 17**

    4.1. Purpose. .... 17

    4.2. Types of PCS Moves: .... 17

    4.3. Transient Account Guidance and Procedures: .... 17

    4.4. Responsibilities: .... 18

**Chapter 5— OVERSEAS MANPOWER CONSIDERATIONS 19**

    5.1. Ceilings .... 19

    5.2. Guidance: .... 19

    5.3. Ceiling Increases: .... 19

    5.4. Overseas Rotation Index. .... 19

**Chapter 6— USE OF MILITARY MANPOWER 20**

    6.1. Types of Manpower. .... 20

<b>AFI38-204 1 AUGUST 1999</b>	<b>3</b>
6.2. Responsibilities. ....	20
6.3. Manpower Mix. ....	20
6.4. Military Essentiality Status (MES) Coding: ....	21
Figure 6.1. Manpower Mix Decision Process (Military, Civilian, or Contract). ....	23
Table 6.1. How to Determine Military Essentiality. ....	24
Table 6.2. How to Determine In-service Civilian and Contractor Services. ....	25
Table 6.3. Establishing Authorizations in Selected Reserve Units. ....	26
Table 6.4. Determining Direct Combat Support Positions (Overseas Locations). ....	27
Table 6.5. Determining Direct Combat Support Positions (CONUS Locations). ....	28
<b>Chapter 7— MANPOWER DATA SYSTEMS AND REPORTS</b>	<b>30</b>
7.1. Responsibilities. ....	30
7.2. Automated Manpower Systems: ....	32
7.3. Description of Reports: ....	32
<b>Attachment 1— GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION</b>	<b>35</b>
<b>Attachment 2— MANPOWER MIX DECISION PROCESS</b>	<b>39</b>

## Chapter 1

### PROGRAMMING AND ALLOCATING USAF MANPOWER

**1.1. Manpower Resources.** All budgeted and programmed manpower resources for the total Air Force (Active, and Air Reserve Component) derive from two sources:

The Department of Defense (DoD) Future Years Defense Program (FYDP).

The Air Force Force and Financial Plan (F&FP).

1.1.1. The DoD uses program elements in the FYDP to budget for and control its resources. A Program Element Code (PEC) accounts for each DoD program in the FYDP.

1.1.2. The Air Force uses the F&FP to budget for and control its portion of the subsets of DoD PECs. Resources in the F&FP aggregated to DoD PEC level represent the Air Force portion of the FYDP.

### 1.2. Chain of Responsibilities:

1.2.1. From these sources, the Directorate of Manpower, Organization and Quality, Program Development Division (HQ USAF/XPMP) allocates programmed manpower resources to the commands directing implementation of approved programs.

1.2.2. The commands translate these manpower resources into manpower authorizations by updating the Unit Manpower Document by organization, AFSC, grade, program element code, etc.

1.2.3. Manpower and Quality Offices provide this detailed identification to the Personnel community to begin the actions necessary to recruit, train, and assign people. Simultaneously, the Air Force Personnel Center receives an electronic copy of all active military and civilian authorization changes from the Manpower Data System (MDS).

**1.3. Manpower Resource Levels.** HQ USAF allocates the manpower in the Air Force FYDP to the commands to support approved Air Force programs. HQ USAF adjusts command manpower in the Air Force FYDP via programmatic decisions made through the Air Force Corporate process, SECDEF/CSAF decisions, Program Decision Memorandums (PDM) or Program Budget Decisions (PBD).

1.3.1. Changing Manpower Allocations. Command specific military and civilian manpower requirements must be certified by the command XPM, approved by HQ USAF/XPM and accepted by the Air Force Corporate Structure before they can be used in the programming/resourcing process. It is essential to pursue competitive sourcing as a means to source new requirements that are not military essential or inherently governmental. Notify HQ USAF/XPMP of command initiatives that would drive a change to active duty manpower allocations. Notify HQ USAF/REX, with information copy to HQ USAF/XPMP, of initiatives that require changes to Reserve manpower allocations. Notify NGB/XPPI, with information copy to HQ USAF/XPMP, of initiatives that require changes to Air National Guard manpower allocation. HQ USAF approves these changes via the Air Force Corporate process.

1.3.1.1. Give reasons for the requested manpower change, including both mission and support manpower.

1.3.1.2. If command initiatives require an increase in military manpower, propose specific military tradeoffs or other accommodations. If command initiatives are approved through the corpo-

rate process, HQ USAF either reprograms military resources within the command or acquires resources from some other source.

1.3.1.3. If command initiatives require an increase in civilian manpower, identify specific civilian tradeoffs or other accommodations. If command initiatives are approved through the corporate process, HQ USAF either reprograms civilian resources or funds from within the command, or acquires resources from some other source.

**1.3.2. Accommodating Temporary Manpower Requirements.** Do not change manpower resources in the Air Force FYDP to accommodate cyclical or temporary requirements. Instead:

Authorize overtime, temporary full-time, part-time, or occasional hire of civilian personnel.

Authorize temporary duty of military and civilian personnel.

Use contract services.

1.3.2.1. Use available funds and command civilian employment plans to employ civilians.

1.3.2.2. Process manpower or workload requirements expected to last more than two years through the appropriate panel in the corporate process so HQ USAF/XPM can adjust the Air Force FYDP.

**1.3.3. Transferring Manpower Resources.** Process interservice support agreements involving the transfer of manpower resources as specified in DoD Regulation 4000.19, *Interservice and Intragovernmental Support, August 9, 1995*.

1.3.3.1. Process Commercial Activities (CA) programming actions through the command manpower resource manager after coordinating the action with the command CA program manager.

1.3.3.2. Process Reserve manpower programming actions through HQ USAF/REX, with information copy to HQ USAF/XPMP. Process Air National Guard manpower programming actions through NGB/XPPI, with information copy to HQ USAF/XPMP.

**1.4. Manpower Resource Accountability.** Air Force PECs provide HQ USAF resource accountability. Each Air Force program element contains three manpower categories: officer, enlisted, and civilian. The civilian category contains three subcategories: US direct hire (USDH), foreign national direct hire (FNDH), and foreign national indirect hire (FNIH). Reserve end strength is further identified in the FYDP by Resource Identifier Code (RIC) as drill officer and enlisted, Individual Mobilization Augmentee (IMA) officer and enlisted, and Air Guard Reservists (AGR).

**1.4.1. End Strengths.** HQ USAF allocates manpower resources to the commands at the end of each FYDP update, making out-of-cycle allocations as necessary. Commands must balance end strengths in the Manpower Data System (MDS) by identities of Active, Guard, Reserve, and IMAs with the allocated end strengths. These strengths by DOD program element code (PEC) must remain within the overall levels allocated by HQ USAF with temporary deviations of up to .5 percent being considered compliant.

**1.4.2. Deviations within Program Elements.** Commands may change Air Force program elements within an allocation provided they are within the same DoD program element. Restrict changes to essential circumstances and submit reprogramming actions promptly to HQ USAF/XPMP to initiate a zero balance programming request through the corporate process. Reprogramming actions for Reserve manpower should be submitted to HQ USAF/REX, with information copy to HQ USAF/

XPMP. Reprogramming actions for Air National Guard manpower should be submitted to ANG/XPPI, with information copy to HQ USAF/XPMP.

1.4.2.1. Individual Mobilization Augmentee (IMA) end strength, including IMA Allocation Team (IMAAT) results, are reprogrammed through HQ USAF/XPMP by HQ USAF/REX. Any preceding announcement memorandum from HQ ARPC/XP are for command information only and no action is to be taken until reprogramming allocations occur.

**1.4.3. Pipeline Accounts.** HQ USAF centrally manages military manpower authorizations in transient, holding (prisoners, patients and separatees), and students in the TDY training, enroute, and PCS pipeline accounts.

**1.4.4. Management Headquarters.** Command manpower resources for management headquarters organizations must use the specific management headquarters program element ending in 98. Do not exceed HQ USAF constraints on management headquarters. Refer to AFI 38-202 (formerly AFR 26-8) for further guidance in programming manpower in AF management headquarters and headquarters support activities.

**1.4.5. Active Guard and Reserve (AGR) End Strength .** Additions and deletions to the MDS are done through a memorandum to the commands from HQ USAF/REX or ANG/XPPI. This also applies to Base IMA Administrators (BIMAA).

**1.4.6. Air Reserve Technicians .** Air Reserve Technicians (ART) are identified by a memo entry in the FYDP and an ART ID code on the MDS.

## **1.5. Manpower Allocation Procedures:**

### **1.5.1. HQ USAF Actions:**

1.5.1.1. Allocate manpower resources to the commands in the Manpower Allocation Transaction Report.

1.5.1.2. Compare the resources allocated to the authorizations reported, by the commands, by Air Force PEC, to ensure resource accountability.

1.5.1.3. Allocate manpower resources by command, country code, PEC, and category for the current and the six succeeding fiscal years.

### **1.5.2. Command Actions:**

1.5.2.1. Record authorizations in the Manpower Transaction Report:

Within 30 days for actions effective during the current fiscal year.

Within 60 days for actions effective the next fiscal year.

Within 90 days for actions effective in the current fiscal year plus two.

1.5.2.2. Implement manpower adjustments beyond the current year plus two as soon as possible.

1.5.2.3. In the Unit Manpower Document, show that HQ USAF allocated resources for a given fiscal year are valid authorizations for each quarter, as established in the USAF Program, Installations, Units and Priorities (PD) document. For example, allocated resources effective for FY 99 would be valid for fiscal quarters 99/2, 99/3, and 99/4 when the PD shows a program effective date of 99/2.

1.5.2.4. Manpower will be eliminated from the MDS, effective the fiscal quarter of the associated mission change. However, when a mission is extended from one to three quarters, the MAJCOM/XPM will, where appropriate, submit a request to HQ USAF/XPMP to over allocate manpower on the MAJCOM MDS to match the mission change. For requirements that extend four or more fiscal quarters, the MAJCOM will submit the requirement through the Air Force corporate process as a disconnect.

1.5.2.5. Ensure authorizations in the MDS match total allocated FYDP by DoD PEC. Deviations of more than .5 percent for a PEC are non-compliant.

**1.6. Host Tenant Manpower Actions.** Commands whose initiatives impose extra work on other commands must coordinate with the affected command.

**1.6.1. Tasking Command Actions:**

1.6.1.1. Give the tasked command the information it needs to determine its manpower requirements.

1.6.1.2. Negotiate with the tasked command regarding availability of existing resources to support the requirement.

1.6.1.3. Program required manpower actions in the first available exercise in the Planning Programming, Budgeting System (PPBS) cycle.

**1.6.2. Tasked Command Actions.** Assess your own manpower resources and inform the tasking command of any additional resources you need to perform the proposed workload or mission.

**1.6.3. Who Programs and Budgets for Manpower.** The command designated as the lead agency for a particular Air Force program or system must initiate programming and budgeting for required manpower resources.

**1.6.4. Who Pays for Additional Manpower Costs.** The party desiring or causing an action must initiate action to fund the additional costs. A coordinated memorandum of agreement or host-tenant support agreement is required prior to transfer of manpower resources. This is especially important if the manpower resource must transfer between active and air reserve components or between services.

**1.7. Base Support.** Programmed changes in mission manpower effect changes in base support manpower. These changes are quantified through AF base support factors (see [table 1.1.](#)), which are used by HQ USAF, major commands, field operating agencies (FOA), and direct reporting units (DRU).

**1.7.1. Base Support Factors.** The base support factor estimates the incremental impact in base support manpower generated by a change in mission manpower requirements. Its use assumes the presence of a full base support infrastructure prior to making the proposed mission manpower changes.

**1.7.2. How To Use the Base Support Factors.** BOS requirements vary dramatically dependant on the extent of competitive sourcing at a base. The different factors recognize differences in the required level of support. Use table 1.1. to determine the proper BOS factor. All future BOS tail actions need to be reviewed in this light (i.e., you can not take BOS tail at "Pick-a-Base" locations where BOS has already been taken).

**Table 1.1. Base Support Factors.**

Command	Type of Support	Factor %	Category Percentage		
			Off	Enl	Civ
All (Minus AETC)	General Support	8.0	1	75	24
	Total	8.0			
AETC	General Support	8.0	5	50	45
	Students*	1.80	5	50	45
	Total (Permanent Party)	8.0			
	(Students)*	1.80			
Contracted BOS	All	N/A			

**NOTES:**

Multiply the number of mission manpower resources associated with the unit mission change by the factor for the type of support involved (i.e., general support).

The General Support Factor is only applied against permanent party manpower. Student factor is only applied against PCS/pipeline students. Do not add factors together before applying.

1.7.2.1. This instruction provides these overall factors and manpower category percentages (officer, enlisted, civilian) for general programming guidance. Commands may adjust base support computations based on the specific situation and location. However, Air Staff manpower programming will be done using these factors and MAJCOM deviations must be justified to HQ USAF/XPMP. Further, the MAJCOM submitting the deviation must offset any additional manpower costs.

1.7.2.2. When a change in mission manpower is predominantly civilian, the supporting command may request HQ USAF/XPMP decrease the base support factor by as much as 50 percent.

1.7.2.3. For mission transfers between Active, Air National Guard or Air Force Reserve, or, new Air National Guard or Air Force Reserve missions added to an active duty base requiring BOS be given to the host command, HQ USAF computes base support impacts as follows:

1.7.2.3.1. For Air Reserve Technicians and Air National Guard Military Technicians, HQ USAF computes BOS using 50 percent of the approved CONUS general support factor.

1.7.2.3.2. For Active Guard and Reserves (AGRs), HQ USAF computes BOS impacts using the same approved CONUS general support factor used for active full time military.

1.7.2.3.3. For drill spaces, HQ USAF computes base support by applying a 2-percent factor to total drill spaces.

1.7.2.3.4. Competitive sourcing and privatization contract dollars required to be transferred as the result of mission transfer between commands must be negotiated between the gaining and losing commands. Agreed-to-dollar transfer must be incorporated into the Program Change Request or commands' Financial Plans for budget year transfer.

1.7.2.3.5. Any resulting support manpower reductions associated with these mission transfers will be retained by HQ USAF/XPMP as program savings. Any resulting increases in support manpower associated with these mission transfers must be programmed as part of the mission transfer and offset by the activity proposing the transfer.

1.7.2.4. MAJCOMs must coordinate all self-initiated programming factors with the affected commands (including host tenant support agreements and intercommand transfers) that impose BOS workload on other commands. HQ USAF does not provide base support resources in such cases.

1.7.2.5. For actions impacting the Air Reserve Components, the tasking command, including the Air National Guard or Air Force Reserve for programming changes impacting the reserve components, must develop manpower agreements and work with the affected commands on transfers of base support resources to support unit moves. The tasking command provides, or programs for, required base support resources when a prime function or tenant organization of that command is moved. Refer any disagreement between losing and gaining commands to HQ USAF/XPMP.

1.7.2.6. HQ USAF/SG determines medical base support requirements.

1.7.2.7. The Defense Commissary Agency determines commissary base support requirements.

1.7.2.8. HQ USAF normally does not program a base support manpower tail to support changes to other base support functions.

1.7.2.9. USAF organizations tasked by other government departments or DoD agencies must develop manpower and funding agreements via the inter-service support agreement (ISSA) and work with HQ USAF/XP and respective functional staff to ensure that required out-year manpower programming actions are addressed.

**1.8. Manpower Time phasing.** Command XPM activities make program changes to manpower requirements in Air Force Specialty Code (AFSC) detail. Affected commands must promptly include these changes in their Manpower Transaction Reports. Per paragraph **1.5.2.1**, this will allow personnel activities to implement required actions.

**1.8.1. Out-of-Cycle Command Actions.** Hold out-of-cycle command actions to a minimum. As with authorizations, the Air Force Personnel Center (AFPC) does not maintain a reserve of active-duty personnel to respond to short-notice manpower actions. Therefore, to prevent such actions from hindering the assignment process, command XPM and Personnel activities jointly decide when to pursue out-of-cycle action.

**1.8.2. Military Manpower Increases.** Do not increase military manpower authorizations made effective in the current or two succeeding fiscal quarters unless command Personnel activities confirm that such a short lead time would not negatively impact the personnel assignments process.

**1.8.3. Manpower Reductions.** Implement military and civilian authorization reductions when HQ USAF or the tasking command eliminates the manpower requirement. Reductions that are not related to the loss of a specific workload or mission take effect when a higher authority levies the reduction per the allocation process, paragraph **1.5**.

**1.8.4. Intercommand Transfer of Functions and Related Authorizations.** Use the programmed lead times identified in the previous paragraphs. Since intercommand transfers often involve manpower realignment among Major Force Programs (MPFs), the constraints associated with crossing budget appropriations and MPFs may limit timing of civilian realignments among DoD program elements. Therefore, losing and gaining commands must work closely together.

1.8.4.1. Manpower resources can only be transferred for a given fiscal year. Use the losing command's manpower authorizations during the 4th quarter of the fiscal year in which the transfer occurs as the baseline for an intercommand transfer. Using this baseline ensures that command's files and the FYDP agree.

1.8.4.2. Once intercommand negotiations begin on transferring functions, the losing command no longer adjusts manpower authorizations in the functions proposed for transfer. Also, the losing command must provide, on request, an associated manpower display for the two-year period before the proposed transfer date.

1.8.4.3. To prevent duplicate end-strength reporting, complete manpower authorization transfers between commands within the Manpower Data System during the same month, and with the same effective date.

**1.9. Authorizations for Nonpermanent Party and Other Services.** Commands must report HAF MDS NPP data in non-Air Force tenant units, rotational units, and other nonpermanent party strength to ensure accurate programmed population data for installations.

**1.9.1. Permanent Change of Station Student Resources.** Commands report permanent change of station student resources, allocated as Air Force Academy cadets or officer or enlisted students, in the MDS outgoing interface to HAF MDS.

**1.9.2. Rotational Units.** Only the deploying command reports Air Force rotational units in the MDS outgoing interface to HAF MDS. The deploying command identifies, by base and country, those CONUS units deployed to foreign countries in a rotational status. Do not report Pacific Air Forces and United States Air Forces in Europe intratheater rotational units.

## Chapter 2

### RESERVE FORCES UNIT MANPOWER AUTHORIZATIONS

**2.1. Authorizing Manpower Requirements.** The Secretary of the Air Force constitutes and authorizes Air Reserve Component (ARC) units to the National Guard Bureau (NGB) and Headquarters Air Force Reserve Command (HQ AFRC) for activation. These units form the first and primary source of Active Force augmentation.

**2.2. Managing Manpower Requirements.** Manpower managers at all levels must provide adequate emphasis for ARC manpower management.

#### **2.3. Responsibilities.**

##### **2.3.1. HQ USAF/XPM:**

2.3.1.1. Issue Department of the Air Force (DAF/XPM) letters under Secretary of the Air Force (SAF) authority to control numbers and names for Air National Guard (ANG) and US Air Force Reserve Command (AFRC) units.

2.3.1.2. Constitute and allot new ANG units to the NGB which, in turn, allocates units to the individual states.

2.3.1.3. Arbitrate manpower requirement disagreements between gaining commands and the ARC.

2.3.1.4. Monitor the HQ USAF manpower data systems (HAF MDS) consolidated manpower database (CMDB) to make sure the data complies with policies and procedures.

2.3.1.5. Validate authorizations needed for the nonmobilized environment.

2.3.1.6. Review ARC authorization skill and grade distribution to make sure it complies with current Air Force policy.

##### **2.3.2. Gaining Command:**

2.3.2.1. Set mobilization manpower requirements based on paragraph 2.4.

2.3.2.2. Do not redesignate such ANG units to a different type of unit (for example, fighter to air-lift) without getting a new DAF/XPM letter authorizing the redesignation.

2.3.2.3. Develop mobilization manpower requirements for ARC units. Provide manpower requirements to Headquarters Air National Guard Manpower and Organization Division (ANG/XPM) or HQ AFRC/XPM for use in developing and maintaining their MDS.

2.3.2.4. Inform ANG or HQ AFRC that you are making specific manpower authorization changes before you make changes in MDS. Clearly explain the reason for the change. **NOTE:** You do not need to inform these offices before making force structure changes.

2.3.2.5. Submit any disagreements that arise between you and the ANG or HQ AFRC on ARC and manpower authorizations to HQ USAF/XPM for resolution. Send a summary of the differences and your recommendations to ANG/XPM, HQ USAF/REX, and HQ AFRC/XPM.

##### **2.3.3. Air National Guard and Air Force Reserve Command:**

2.3.3.1. Use the gaining command MDS manpower requirements to create the manpower database for ANG or AFRC units.

2.3.3.2. Establish manpower requirements needed for in-place mobilization and for managing, supporting, and training units in a nonmobilized status when the gaining command does not provide this support. Incorporate these authorizations with the gaining command's mobilization manpower requirements and send the consolidated data to HQ USAF, the gaining MAJCOM, HQ AFPC, and the respective reserve units.

2.3.3.3. Monitor unit programming actions to ensure unit designations are valid and Personnel Accounting Symbol (PAS) codes are available. Confirm and communicate unit designation and PAS codes to gaining commands as soon as they complete programming actions. **NOTE:** Only ANG may allocate manpower resources, to include skill-level and grade, and prepare manpower documents for ANG state headquarters according to approved Air Force staffing guides.

## 2.4. Establishing Manpower Requirements:

**2.4.1. Criteria.** The Air Force bases manpower authorizations approved for ARC units on:

Established manpower standards and guides, support agreements, and programming documents.

Approved Unit Type Codes (UTC).

Information and automated manpower file excerpts exchanged among gaining and host commands, the NGB, HQ AFRC, ANG, and HQ USAF.

**2.4.2. Requirements for Gained Units.** Commands will establish mobilization manpower requirements for gained ARC component units. These requirements state the manpower resources needed to augment the Active Forces in wartime and contingencies. **NOTE:** Obtain ANG/XPM or HQ AFRC/XPM coordination before placing mobilization manpower requirements in the Manpower Data System. Use the required grade of the Active Force unit manpower document (UMD) and standards for like functions to determine ARC required grades.

**2.4.3. Requirements for In-place and Nonmobilized Units.** The ANG and HQ AFRC will determine manpower requirements needed for in-place mobilization and for managing, supporting, and training Guard and Reserve units in a nonmobilized status.

2.4.3.1. With justification for change, state whether the action was started by the gaining command or is a peacetime requirement authorized by this chapter.

2.4.3.2. ANG or HQ AFRC maintains the authorization changes requests (ACR) for authorizations included in the ANG or AFRC MDS.

**2.4.4. Documents.** The USAF Program Guidance (PG) and USAF Program, Installations, Units and Priorities (PD) documents provide the numbers and types of ARC units programmed by time period and unit location. HQ USAF/XPM uses the Manpower Transaction Report to monitor manpower programs established for ANG and AFRC units.

**2.5. Changes in Grade.** Units may specify military grades that differ from those specified in the gaining command's standard statement. This flexibility enables them to respond to management problems inherent to the unit. Except as allowed by paragraph 2.5., however, the total officer and airman authorized

grades in the UMD will not exceed those indicated as required by the gaining command. Justify such changes by referring to this paragraph.

**2.5.1. Airman Grade Changes.** Keep all airman authorized grade changes within the required AFSC and skill level spread shown in the governing directive by the gaining command. Further, do not change the gaining command's approved grade more than one grade within each skill level. For example, you may substitute a technical sergeant AFSC 3A071 for either a staff sergeant or master sergeant.

**2.5.2. Officer Grade Changes.** Keep all officer authorized grade changes within the required AFSC and skill level spread grade spread authorized in the governing directive for the gaining command required AFSCs. Further, do not change the gaining command grades more than one grade level. For example, you may substitute a major for either a captain or a lieutenant colonel.

**2.5.3. Restriction.** Commands may not use this grade realignment guidance to shift grades between gaining command wartime requirements and ARC additive requirements approved for in-place mobilization for managing, supporting, and training units in a nonmobilized status.

## Chapter 3

### INDIVIDUAL MOBILIZATION AUGMENTEE (IMA) AUTHORIZATIONS

**3.1. Definition.** IMA authorizations are individual military Air Force Reserve assets functioning as a total force multiplier to augment the Air Force in war, contingency operations, and peacetime to meet National Defense, strategic national interest, and domestic objectives.

**3.2. Criteria.** As provided for in Department of Defense Directive 1235.11, IMA authorizations may be established to support mobilization (including pre and/or post mobilization requirements), contingency operations, operations other than war, or other specialized or technical requirements to augment the active duty component structure. Use the following guidelines when validating IMA manpower requirements:

**3.2.1. Mobilization.** To support the two Major Theaters of War (2 MTWs), deployed and stay-at-home backfill manpower requirements, for which Active and unit Air Reserve Component forces are of insufficient quantity. HQ USAF/XPMR will provide to MAJCOM Directors of Manpower, Organization, and Quality a list of manpower requirements by AFSC that fit this criteria after each Total Force Assessment.

**3.2.2. Contingency Operations and Operations Other Than War (OOTW).** The principal use of IMAs under this criterion is in support of manpower requirements related to Expeditionary Aerospace Forces, as follows: (a) to backfill active duty positions that deploy from an Aerospace Expeditionary Force (AEF) location, (b) fill a recurring AEF deployment requirement, or (c) augment Air Staff, MAJCOM and Numbered Air Force staff functions that must expand operations during these operations. The key basis for IMAs justified under this category is that the IMA position will either reduce the PERSTEMPO of the active force, provide workload relief for units that lose personnel on steady state deployment requirements, or augment MAJCOM or Numbered Air Force staffs not manned to handle the expanded hours associated with contingency operations or OOTW.

**3.2.3. Specialized, Technical, or Scientific.** To augment Active Forces when the workload is mission essential and to maintain a military capability requiring specialized, technical, or scientific knowledge or experience in scope not available in the active duty force.

**3.2.4. Economic.** To augment Active Forces when the workload is mission essential and the cost of IMA augmentation is less than alternative manpower resources. To meet the economic criterion, funding for the new IMA manpower positions must be offset by funds from existing programs or on the basis that funding will be requested in the PPBS process when IMAs provide a more economic alternative than manpower in existing or proposed programs. NOTE: IMA REQUESTS, UNDER THE ECONOMIC CRITERION, MUST IDENTIFY THE RESOURCES BY FISCAL YEAR, PROGRAM ELEMENT, AND APPROPRIATION TO BE USED TO FUND THE IMA REQUIREMENT.

**3.2.5. Management and Training of AFRC Personnel.** Management and training of AFRC personnel in the IMA program, can be used as partial justification for an IMA authorization, when the command can demonstrate that:

Proficiency in the IMA's primary responsibilities will not be degraded.

Use of Reservists is economical.

An IMA will exercise the leadership and management skills required of the position and rank.

### 3.3. Additional Guidelines.

**3.3.1. IMA Wartime Authorizations.** Before requesting IMA authorizations to satisfy wartime requirements, designate manpower made available by planned wartime reductions or eliminating peacetime workloads.

**3.3.2. Overseas IMA Authorizations.** Air Force component commands in overseas theaters must state unified command operations plan (OPlan) augmentation requirements in Time-Phased Force and Deployment Lists (TPFDL), using the Manpower Force Packaging Systems (MANFOR). See AFMAN 10-401, Operation Plan and Concept Plan Development and Implementation, for direction. NOTE: Air Force manpower activities align IMA authorizations for overseas commands under the "pool" concept. That is, the individuals must reside in-theater and must relinquish their IMA assignments to the command when they move outside the augmented theater.

**3.3.3. Centrally Managed/Single Managed Programs.** IMAs with AFSCs in the chaplain, medical and legal career fields are designated as "centrally managed" at the Air Reserve Personnel Center (ARPC). Similarly, HQ AFOSI and the Air Intelligence Agency (AIA) are "single managers" for all IMAs in the Office of Special Investigations and intelligence AFSCs, respectively. All requests for new IMA authorizations with AFSCs in these areas must be coordinated with the appropriate program manager at ARPC, AIA, or HQ OSI.

### 3.4. Restrictions. IMAs may not be authorized for the following purposes:

3.4.1. To augment the Reserve Component force structure.

3.4.2. To augment Air National Guard units.

3.4.3. To replace military personnel expected to be unavailable for duty because of leave, hospitalization, professional military education, or other temporary reason.

3.4.4. To replace civilian employees who are Ready Reservists of the military services.

3.4.5. IMA administrative management when that is the sole justification for an IMA requirement. **NOTE:** Commands may assign administrative management as an additional duty to senior IMA positions that have a valid primary tasking. Active-duty personnel within the command retain primary responsibility for managing IMA program operations.

### 3.5. Requirements Validation Process. Processes for validating IMA requirements stem from responsibilities delineated in Department of Defense Directive 1235.11.

3.5.1. Requests for IMA requirements generated within USAF Major Commands will be initiated by the using organization; coordinated with the using Reserve Advisor/Program Manager and Centrally Managed/Single Managed Program Manager, as appropriate; and forwarded to the MAJCOM manpower office for review, coordination, validation, and approval consideration.

3.5.2. Requests for IMA requirements generated within, the Joint Staff and Unified Combatant Commands, or other organizations and agencies external to the United States Air Force will be processed in accordance with DOD Directive 1235.11. Subsequent to review, validation and prioritization by the appropriate authority, new IMA requirements will be submitted through HQ USAF/XPM to HQ USAF/REX for review and resourcing options.

3.5.3. Requests for IMA requirements generated within organizations other than those identified in 3.5.1. and 3.5.2. (e.g., the Air Staff) will be initiated by the using organization; coordinated with the using Reserve Advisor/Program Manager and Centrally Managed/Single Managed Program Manager, as appropriate; and forwarded through appropriate manpower channels to the 11th Wing Manpower Office for review, coordination, validation and approval consideration.

3.5.4. Copies of all validated IMA request forms for IMA requirements will be forwarded by the approving authority to ARPC/XP.

3.5.5. All validated IMA positions will be monitored by ARPC. ARPC will instruct user organizations to delete IMA requirements for other than wartime mobilization requirements from manpower requirement documents if such positions are not funded and filled within three years of validation.

**3.6. IMA Funding Process.** IMA resources are part of the Air Force Reserve appropriation and are programmed and managed by HQ USAF/RE. HQ ARPC/XP is the executive agent for reviewing, processing and making recommendations to HQ USAF/RE for funding IMA requirements. All decisions pertaining to the funding of IMA resources will be made by HQ USAF/RE unless delegated.

**3.6.1. Requesting IMA Authorizations.** Once IMA requirements are validated, requests to fund these new requirements are sent to HQ ARPC/XP. Requests must include a proposed funding strategy. Strategies include realigning resources already used by the command and requests for new funding in the next budget exercise (POM). HQ ARPC/XP will forward a recommendation to HQ USAF/RE for consideration. HQ ARPC/XP will notify the requesting organization of the decision.

**3.7. General Officer Authorizations.** The Reserve General Officer Baseline Study periodically reviews and validates requirements and authorizations for General Officers and Mobilization Assistants. The study is the basis for changes in authorizations to the gaining command for inclusion in the MDS. HQ USAF/REPS is the OPR for the Baseline Study.

**3.8. Reporting Requirements.**

**3.8.1. Manpower Data System (MDS).** Procedures are provided in AFI 38-204, Chapter 7, and AFM 38-142, Volume 2, MDS Software User's Manual, to create and maintain MDS Current Requirement Authorization (CRA) tables and report outgoing external interface increments sent to both Headquarters Air Force-Manpower Data System (HAF MDS) and the Personnel Data system (PDS).

**3.8.2. Total Authorized Air Force Reserve IMA Positions.** To identify total Air Force Reserve IMA authorizations, use the data elements in the Air Force Corporate Data Dictionary (AFCDD) on-line. Use Code 3 to identify authorized Air Force Reserve IMA positions assigned to Air Force organizations and Codes 4-9 to identify authorized Air Force Reserve IMA positions in non-Air Force organizations. All IMA authorizations will be coded to reflect validation based on either a wartime manpower shortfall requirement or other requirements.

## Chapter 4

### THE TRANSIENT ACCOUNT

**4.1. Purpose.** The transient account provides military manpower authorizations to offset duty time lost by Air Force officers and airmen in travel, proceed, and leave status with PCS. The transient account covers all PCS moves except unit moves and separation moves within the CONUS.

#### 4.2. Types of PCS Moves:

**4.2.1. Accession.** Officer and enlisted personnel PCS moves from entry point into active service:

Directly to first permanent duty station (for prior service personnel).

From final period of initial entry training to first permanent duty station (for nonprior service personnel).

**4.2.2. Operational:** HQ USAF- and command-directed intercommand and intracommand officer and enlisted personnel PCS moves between CONUS duty stations or between overseas duty stations when transocean travel is not involved.

HQ USAF-directed consecutive overseas tour (OT) moves when transocean travel is not involved.

**4.2.3. Rotational.** HQ USAF- and command-directed officer and enlisted personnel moves to and from overseas and between overseas locations when transocean travel is involved. Rotational includes:

Officer and enlisted personnel moves as a result of activation, inactivation, reorganization, and school, regardless of length.

Moves without personnel and equipment (WOPE) when unit transocean is involved (excludes accession and separation moves).

**4.2.4. Separation.** A general term that covers:

Discharge.

Release from active duty.

Release from custody and control of the Armed Forces.

Transfer to a Reserve component.

Travel of officers and enlisted personnel from last CONUS or overseas permanent duty station to home of record, point of entry into service, or home of selection when authorized by law.

Travel of officers and enlisted personnel when separated at overseas duty stations to overseas home of record, point of entry into service, or home of selection when authorized by law.

**4.2.5. Training.** Student officers, enlisted personnel, and officer candidates (graduated and eliminees) in CONUS PCS moves from previous CONUS permanent duty station to, from, and between education and training courses lasting at least 20 weeks. Training does not include undergraduate flying training schools that award an aeronautical rating.

#### 4.3. Transient Account Guidance and Procedures:

**4.3.1. Transient Manpower:**

4.3.1.1. The PCS move program drives transient manpower requirements.

4.3.1.2. HQ USAF calculates transient manpower as man-year equivalents.

4.3.1.3. HQ USAF centrally holds transient manpower. Transient manpower is not shown in the Manpower Data System (MDS). This ensures that the commands' UMD shows only the authorized manpower resources needed to support assigned mission.

**4.3.2. Exclusions.** Transient entitlements exclude:

Military personnel taking part in an organized unit move.

Former military personnel in travel status from separation point to home of record.

Military personnel on temporary duty for training status while enroute PCS.

Military personnel on leave or temporary duty status who will return to the same duty unit.

Military personnel house-hunting in conjunction with a PCS move.

**4.4. Responsibilities:****4.4.1. HQ USAF/XPM:** Serves as the OPR for the transient account.

Justifies, defends, and plans manpower requirements for the transient account.

**4.4.2. HQ USAF/DPF:** Justifies the transient program within the military personnel program.

Gives HQ USAF/XPM PCS move requirements and other functions required for development of transient account man-years.

Provides data on trained personnel requirement and rated personnel.

**4.4.3. The Air Force Center for Quality, Management and Innovation (AFC QMI):**

Determines the criteria by which HQ USAF/XPM plans transient manpower requirements.

Determines the criteria by which HQ USAF/DPF calculates transient entitlements by command, grade, skill and type of PCS move. Uses average transient time, projected authorizations, unit precedence ratings, and the PCS move program, excluding unit moves.

Monitors PCS movement and transient man-year usage with AFPC to manage transient entitlements.

## Chapter 5

### OVERSEAS MANPOWER CONSIDERATIONS

**5.1. Ceilings .** US activities in foreign countries are of special political and economic interest to the United States and foreign governments. The Office of the Secretary of Defense (OSD), working with higher authorities, establishes overseas ceilings to control US DoD activities in particular areas, regions, and countries.

#### **5.2. Guidance:**

5.2.1. Unless HQ USAF or a higher authority specifies otherwise, overseas manpower ceilings include all permanent party military authorizations.

5.2.2. HQ USAF designates, as the Air Force executive agent, the MQ office of the Air Force component to the unified CINC for the geographic area.

5.2.3. The executive agent administers and monitors the Air Force portion of the ceiling. The agent:

Notifies other Air Force MAJCOMs and FOAs of their portion of the ceiling.

Makes sure that MAJCOMS and FOAs don't exceed ceiling limits unless a higher authority so authorizes.

Makes sure that ceilings provide only the minimum manpower needed for mission accomplishment.

5.2.4. Executive agents, MAJCOMs, and FOAs may directly communicate on ceiling limitations. Executive agents may directly communicate with the unified command staff that controls the ceiling they administer.

5.2.5. HQ USAF/XPMP notifies executive agents of ceiling limitations and makes sure that MAJCOMs and FOAs comply with them.

5.2.6. MAJCOMs and FOAs affected by manpower ceilings make sure that UMD manpower authorizations do not exceed ceiling limitations.

#### **5.3. Ceiling Increases:**

5.3.1. To increase an Air Force ceiling, the executive agent sends a written explanation of why the need exists to the appropriate unified command staff, with an information copy to HQ USAF/XPMP.

5.3.2. To increase a MAJCOM ceiling, the MAJCOM or FOA sends a written explanation of why the need exists to the executive agent, with an information copy to HQ USAF/XPMP. The executive agent approves or disapproves the MAJCOM request if it falls within the established Air Force ceiling.

**5.4. Overseas Rotation Index.** The Air Force also monitors overseas requirements to ensure military manpower authorizations exist in the CONUS, in each support Air Force Specialty Code (AFSC), to provide a sufficient rotation and training base. HQ USAF/XPMP will periodically analyze cumulative impact of programming actions including CS&P on existing CONUS rotation base. The Air Force goal is to allow airmen to serve no more than 8 involuntary years overseas during a 20-year career.

## Chapter 6

### USE OF MILITARY MANPOWER

**6.1. Types of Manpower.** The Air Force uses three types of manpower to perform required work:

Military personnel.

In-service civilian employees.

Contract services.

**6.1.1. Use of Military Personnel.** In accordance with DoD guidance, the Services assign military personnel only to positions that:

Directly contribute to prosecution of war (combat or direct combat support).

Are military by law.

Are military by custom or tradition.

Are needed for overseas rotation, operational deployment augmentation, career field sustainment.

**6.1.2. Use of Nonmilitary Personnel.** For indirect combat support, use in-service civilian employees or contract services.

**6.1.3. MAJCOM.** In this chapter the term MAJCOM includes FOAs and DRUs.

**6.2. Responsibilities.**

**6.2.1. HQ USAF/XPM:** Is the OPR for military essentiality.

Sees that MAJCOMs follow DoD policies and procedures when identifying manpower positions as military essential.

**6.2.2. MAJCOM .** XPMs ensure that their commands follow DoD and Air Force directives on military essentiality.

**6.2.3. Servicing manpower activities:** Code each manpower authorization in the MDS for military essentiality.

Follow policies and procedures on military essentiality when establishing new manpower positions or considering conversion of current positions.

Review positions for military essentiality when a major mission or duty change occurs.

Coordinate all actions involving civilian manpower authorizations with the servicing civilian personnel office.

**6.3. Manpower Mix.** Military essentiality is the determinant of the Air Force manpower mix.

**6.3.1. Nonmilitary Work.** Use in-service civilian employees or contract services to perform work not requiring military personnel. **NOTE:** In work centers where civilian authorizations have been abolished as a result of a civilian reduction in force (RIF), MAJCOMs may not assign military or overage military personnel to perform the tasks formerly performed by in-service civilian employees.

Functional managers may maintain the workload with the work center's residual military including IMAs as specified in paragraph 3.2.4. or civilian personnel.

**6.3.2. Military Work.** When currently authorized civilian positions are identified as military essential, commands should convert the civilian authorization to military through attrition unless mission requirements dictate a faster conversion. Coordinate all conversions in functions affecting Air National Guard or Air Force Reserve forces training with HQ Air Force Reserve Center or the National Guard Bureau.

**6.3.3. Manpower Mix Decision Process.** attachment 2 and table 6.1. through 6.3 describe the manpower mix decision process.

#### **6.4. Military Essentiality Status (MES) Coding:**

##### **6.4.1. General Guidelines for MAJCOMs:**

6.4.1.1. Do not create new military manpower positions unless they satisfy military-essentiality criteria. Use Table 6.1. in your decision process.

6.4.1.2. Code each position identified as military essential in the MDS using MES data field with the appropriate alpha code.

6.4.1.3. Do not use MES codes on a civilian position unless:

It is an Air Reserve Technician (ART) or Air Technician (AT) position.

It is in a function undergoing a cost comparison or direct conversion.

It is in a function that remained in-house after a cost comparison.

6.4.1.4. Determine military essentiality on the basis of the requirements of the position or need to maintain capability rather than the characteristics of the incumbent.

6.4.1.5. Supporting rationale for each military-essential position will be documented based on DoD Force Mix Codes implemented in the Defense Reform Initiative Directive (DRID) # 20, Inherently Governmental Review.

6.4.1.6. Review military-essential positions annually for currency and compliance to criteria. Use Table 6.1. in your decision process.

##### **6.4.2. MES Codes:**

**6.4.2.1. Code A.** Designates as military essential those positions that:

Perform combat or direct combat support functions.

Require previous military training.

Are dictated by tradition or custom.

Require current military experience.

Require incumbents to exercise direct command authority over military subordinates under the Uniform Code of Military Justice.

The law requires.

Are indirect combat support positions tasked by a HQ USAF-approved contingency or war plan.

Require skills not available in the civilian community.

**6.4.2.2. Code J.** Designates civilian positions for which the incumbent must be one of the following:

An Air Reserve Technician (ART) assigned to the Air Force Reserve.

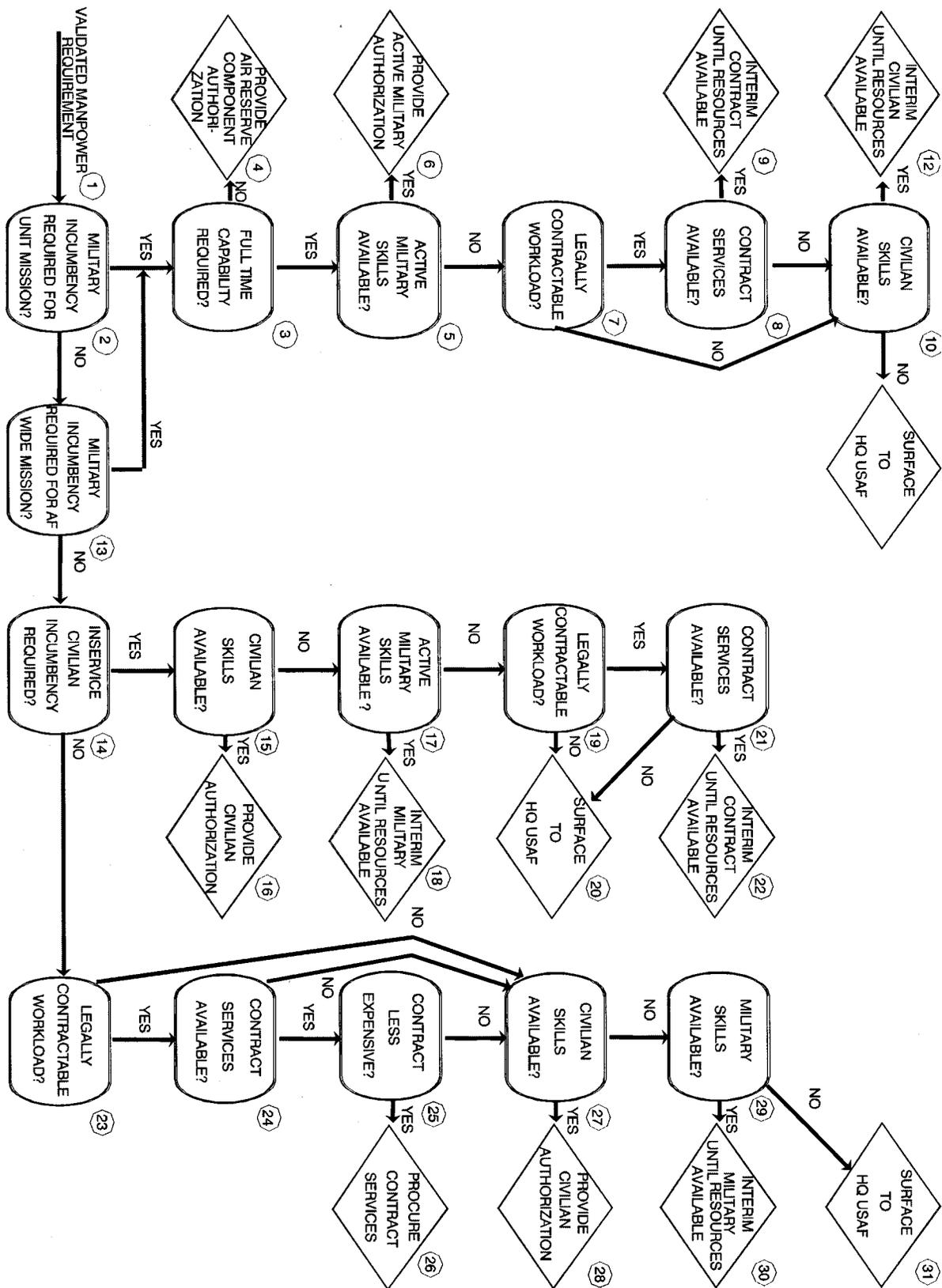
An Air Technician (AT) assigned to the Air National Guard.

**NOTE:** ARTs and ATs have dual status as military members of the Selected Reserve and as civil service employees.

**6.4.2.3. Code R.** Designates military or civilian positions in a function undergoing an in-house (versus contract) cost comparison or direct conversion.

**6.4.2.4. Code S.** Designates civilian positions in a function that remained in-house after undergoing a cost comparison.

Figure 6.1. Manpower Mix Decision Process (Military, Civilian, or Contract).



**Table 6.1. How to Determine Military Essentiality.**

<b>R U L E</b>	<b>Procedure</b>		
	<b>If position</b>	<b>Then authorize it as</b>	<b>And use MES code</b>
<b>1</b>	Requires incumbent to perform direct combat as part of a unit's mission (examples: fighter and bomber air crews, aerial gunners)	Military	A
<b>2</b>	Requires incumbent to support direct combat (examples: aircraft and aircraft systems maint of combat coded aircraft, missile systems maint, munitions maint)		
<b>3</b>	Deploys for combat or direct combat support augmentation to support AF-wide mission requirements (example: Air Education and Training Command security police deploying to a forward operating location)		
<b>4</b>	Is required by law to be military (example: chaplains; per 10 U.S.C.)		
<b>5</b>	Requires the exercise of direct military authority or discipline (example: commanders and first sergeants)		
<b>6</b>	Is of a military nature supporting organizations outside the Air Force (example: JCS, FEMA)		
<b>7</b>	Requires previous military training (example: air weapons director)		
<b>8</b>	Is military by tradition or custom (example: bandsmen, USAF Honor Guard)		
<b>9</b>	Supports indirect combat when use of volunteer civilian employees is deemed unreasonable (e.g.; information manager at an operating location) or is tasked against a UTC to support an OPlan providing probable exposure to hostile fire		
<b>10</b>	Requires current military experience (example: basic military training instructors)		
<b>*11</b>	Is one for which no civilian skill or resource is currently available (example: data processing at remote sites)		

<b>R U L E</b>	<b>Procedure</b>		
	<b>If position</b>	<b>Then authorize it as</b>	<b>And use MES code</b>
<b>12</b>	Is in a function that has been identified for in-house versus contract services cost comparison or direct conversion	Military (temporarily)*	<b>N</b>
<b>13</b>	Is none of the above (example: word processing)	Civilian or contract services (table 6-2)	<b>R</b>

**NOTE:** \*Use MES Code R for existing military positions in functions undergoing in-house versus contract services cost comparison. Servicing manpower activities should convert these authorizations to civilian no later than six months after a decision is made that an activity will remain in-house as a result of a cost comparison.

**Table 6.2. How to Determine In-service Civilian and Contractor Services.**

<b>R U L E</b>	<b>Procedure (see note 1)</b>		
	<b>If a position does not require military incumbency (see note 2), and</b>	<b>Then authorize</b>	<b>And use MES code</b>
<b>1</b>	Is required for priority wartime surge capability (example: depot maint surge)	In-service civilian	
<b>2</b>	Must be civilian by law (example: Principal Deputy SecAF, Financial Management, per 10 U.S.C. 8014)		
<b>3</b>	Requires in-house management responsibilities (example: contract monitor, accountable officer)		
<b>4</b>	Is designated under the Air Reserve Technician (ART) or Air Technician (AT) programs (note 3)	In-service civilian	<b>J</b>
<b>5</b>	Belongs to a function that, if contracted, would be a personal service contract (example: direct supervision of contract employees, per FAR 37.101)	In-service civilian	
<b>6</b>	Is a civilian position in a function undergoing an in-house versus contract services cost comparison	In-service civilian	<b>R</b>
<b>7</b>	Belongs to a function that, if contracted, would be more expensive to the US government (example: cost comparison results involving firm contract bids according to OMB Circular A-76 and AFI 38-203 [formerly AFR 26-1, Vol 1])		<b>S</b>
<b>8</b>	No other skill or resource is available	In-service civilian	

<b>R U L E 9</b>	<b>Procedure (see note 1)</b>		
	<b>If a position does not require military incumbency (see note 2), and</b>	<b>Then authorize</b>	<b>And use MES code</b>
	None of the above	Contract services	

**NOTES:**

1. Do not include in this process:
  - a. Activities totally operated by nonappropriated fund employees.
  - b. Contracting for expert and consultant services.
2. If a position is military essential but resources or skills, including IMAs, are not available and temporary contract cannot be obtained, you may authorize in-service civilians until the situation changes.
3. ARTs and ATs hold dual status as civilian and military.

**Table 6.3. Establishing Authorizations in Selected Reserve Units.**

<b>R U L E</b>	<b>Procedure (see note 1)</b>			
	<b>If the work is</b>	<b>And the workload is</b>	<b>Then classify manpower as (see note 2)</b>	<b>And carry it in table</b>
<b>1</b>	Military essential	Less than full time	Drill pay position	CURR RQMT GR
<b>2</b>		Full time in ANG	An air tech who encumbers a drill pay position	CURR RQMT AUTH as a tech and CURR RQMT GR as a drill pay position
<b>3</b>		USAFR/ANG part time (Drill) or full time (Active Guard Reserve (AGR)) military	Reserve/Guard	CURR RQMT GR
<b>4</b>	Not military essential and shown to be cost-effective to keep in-house	Required only during inactive duty training or annual training	Drill pay position	CURR RQMT AUTH
<b>5</b>		Less than full time	Part time civilian staffing, or combine the duties with currently authorized nontechnician civilian competitive title 32 technician	
<b>6</b>		Full time in USAFR	Title 5 nontechnician	

**NOTES:**

1. Use to determine the type of additional Air Reserve component manpower positions assigned to each Air National Guard or Air Force Reserve unit.
2. Before creating additional positions, try to:
  - a. Accommodate the workload with MAJCOM-required drill pay resources (including the use of additional man-days).
  - b. Seek AFI 25-201 type support from active or Air Reserve Force units.
  - c. Incorporate the workload into the position description (PD) of a currently authorized technician.
3. Part-time or full-time military or competitive technician or Active Guard Reserves (AGRs) assigned to active units will be carried in CURR RQMT AUTH table of the HAF file in accordance with the military requirements of the position, ANG or NGB regulations, and the determination of the State Adjutant General.

**Table 6.4. Determining Direct Combat Support Positions (Overseas Locations).**

<b>R U L E</b>	<b>Procedure</b>	
	<b>If a position</b>	<b>Then code it as</b>
<b>1</b>	Directly contributes to aircraft sortie generation, alert, launch, or recovery; or to the security of weapons or alert aircraft (examples: aircraft or aircraft systems maintenance, munitions and weapons maintenance, fuels, weapons systems security)	Military essential, based on direct support to combat operations
<b>2</b>	Directly contributes to missile sortie generation, alert, or launch; or to the security of weapons or alert missiles (examples: missile systems maintenance, munitions and weapons maintenance, weapons systems security)	
<b>3</b>	Provides aerial mission support for combat aircraft (examples: reconnaissance, in-flight refueling, airborne control and warning)	
<b>4</b>	Is part of the command and control structure for combat forces (examples: command post; control and warning systems; combat control; air traffic control; missile warning, space surveillance, satellite operations crews)	

<b>R U L E</b>	<b>Procedure</b>	
	<b>If a position</b>	<b>Then code it as</b>
<b>5</b>	Is wartime essential and, in order to be performed, requires the incumbent to be immediately exposed to hostile actions (examples: aircrew search, rescue, and recovery in support of combat operations, Base Recovery After Attack [BRAAT] teams)	
<b>6</b>	Is designated to support combat operations at hostile locations overseas during wartime or contingencies	Military essential, based on indirect support to in-theater combat operations.
<b>7</b>	Is none of the above	Indirect combat support (in-service civilian or contract--if no other MES code applicable)

**Table 6.5. Determining Direct Combat Support Positions (CONUS Locations).**

<b>R U L E</b>	<b>Procedure</b>	
	<b>If a position</b>	<b>Then code it as</b>
<b>1</b>	Supports an overseas combat theater during a wartime or contingency operation in a direct combat support capability	Military essential, based on direct support to combat operations
<b>2</b>	Directly supports activities (generation, alert, launch, or recovery) related to strategic offense or defense, strategic airlift, air defense operations, or the security of these operations (examples: aircraft or aircraft systems maintenance, missile systems maintenance, munitions and weapons maintenance, aerospace control and warning, security police)	
<b>3</b>	Directly contributes to sortie generation, alert, launch, or recovery, or tactical aircraft; or to the security of weapons or alert tactical aircraft (examples: aircraft or aircraft systems maintenance, avionics systems, fuels, or weapon systems security)	
<b>4</b>	Provides aerial mission support for combat aircraft (examples: reconnaissance in-flight refueling, airborne warning and control)	

<b>R U L E</b>	<b>Procedure</b>	
	<b>If a position</b>	<b>Then code it as</b>
<b>5</b>	Has duties that are wartime essential and immediately expose the incumbent to hostile actions (examples: aircrew search, rescue, recovery in support of combat operations)	
<b>6</b>	Is part of the command and control structure for combat forces (examples: command post; control and warning systems; combat control; air traffic control; missile warning, space surveillance, satellite operations crews)	
<b>7</b>	Supports an overseas combat theater during a wartime or contingency operation in a direct combat support capacity	
<b>8</b>	Indirectly supports intertheater operations at hostile locations overseas in wartime or contingency situations	
<b>9</b>	Is none of the above	Not military essential if not required for sustainment (in-service civilian or contract--if no other MES applicable)

## Chapter 7

### MANPOWER DATA SYSTEMS AND REPORTS

#### 7.1. Responsibilities.

##### 7.1.1. HQ USAF/XPM:

- 7.1.1.1. Develops and approves Automated Information System (AIS) guidelines, policies, and procedures.
- 7.1.1.2. Plans and budgets for AISs.
- 7.1.1.3. Oversees efforts to improve or modernize the AISs.
- 7.1.1.4. Chairs all committees and steering groups chartered to plan use of the AISs.
- 7.1.1.5. Evaluates and approves all productivity actions and suggestions associated with the AISs.
- 7.1.1.6. Approves any policy or procedure involving and affecting systems interfaces between AISs utilized by the Manpower and Quality community and other AISs. This approval authority extends to use of AIS for internal HAF studies and reviews.
- 7.1.1.7. Complies with the requirements of DoDI 7730.64, *Automated Extracts of Manpower and Unit Organizational Element Files*, 7 March 1995.

##### 7.1.2. Air Force Center for Quality and Management Innovation (AFCQMI):

- 7.1.2.1. Serves as automated data processing system (ADPS) manager for systems specified in paragraph 7.2. except HAF MDS and PAS.
- 7.1.2.2. Prototypes and fields computer software and hardware configurations to support manpower and management engineering requirements.
- 7.1.2.3. Conducts studies to find solutions to AIS problems.
- 7.1.2.4. Attends AIS interface and users' group meetings.

##### 7.1.3. Standard Systems Group:

- 7.1.3.1. Designs, develops, and maintains the MDS and other manpower information systems as tasked by HQ USAF/XPM.
- 7.1.3.2. Conducts studies to find solutions to AIS as tasked by HQ USAF/XPM.
- 7.1.3.3. Facilitates and coordinates AIS interface requirement agreement and users' group meetings.
- 7.1.3.4. Acts as Program Office (PO) for MDS.

##### 7.1.4. HQ AFPC:

- 7.1.4.1. Designs, develops, and maintains information systems that support both manpower and personnel. These systems include the manpower and personnel (MANPER) portion of the contingency operations, mobility planning, and execution system (COMPES) and the personnel accounting symbol (PAS) systems.
- 7.1.4.2. Attends AIS interface requirement agreement and users' group meetings.

7.1.4.3. Manages communications links and central site file space issues for the manpower community.

7.1.4.4. Designs, develops, and maintains interface between manpower information systems and civilian personnel information systems.

#### **7.1.5. Single Agency Manager (SAM):**

7.1.5.1. Designs, develops, and maintains HQ USAF manpower information systems as tasked by HQ USAF/XPM .

7.1.5.2. Conducts studies to find solutions to systems management problems.

7.1.5.3. Attends AIS interface and users' group meetings.

#### **7.1.6. HQ USAF/XPMI:**

7.1.6.1. Provides information systems support and analysis to HQ USAF/XPM.

7.1.6.2. Investigates interface problems between vertical manpower organizations and other organizations.

7.1.6.3. Provides conceptual systems requirements to SAM and helps to develop functional descriptions.

7.1.6.4. Maintains manpower data elements and values used in the AISs.

#### **7.1.7. MAJCOM, FOA, and DRU M&Os:**

7.1.7.1. Establish centers for manpower information systems focal points.

7.1.7.2. Operate and maintain manpower information systems (such as MDS, LCOM, COMPES/DCAPES, MANPER-M).

7.1.7.3. Identify system problems and potential improvements.

7.1.7.4. Design, develop, and maintain command-unique manpower systems.

7.1.7.5. Attend AIS interface requirement agreement and users' group meetings.

7.1.7.6. Provides technical guidance to installation manpower and quality offices for MDS.

#### **7.1.8. Installation Manpower and Quality (MQ) Office:**

7.1.8.1. Operates and maintains manpower information systems (including MDS, COMPES, MANPER-B, and MSDS).

7.1.8.2. Identifies information systems problems and potential improvements to MAJCOM.

7.1.8.3. Follows MQ responsibilities outlined in Attachment 4, Air Force Computer Systems Manual 38-142, Volume 2, Chapter 1, MANPOWER DATA SYSTEM (MDS) CONCEPT OF OPERATIONS (CONOPS), FOR THE AIR FORCE GENERIC COMMAND (AFGC).

#### **7.1.9. Air Force Manpower Readiness Flight (AFMRF):**

7.1.9.1. Serves as executive agent for the COMPES manpower and personnel module and war-time mobilization manpower planning system (WARMAPS).

7.1.9.2. Develops readiness information systems requirements to support manpower and personnel wartime activities.

## 7.2. Automated Manpower Systems:

**7.2.1. Manpower Data System (MDS).** MDS is a requirements and resources accounting and management information system that supports the M&Q function at command and base level.

**7.2.2. Commercial Activities Management Information System (CAMIS).** CAMIS is the Air Force database for all in-process and completed cost comparisons and direct conversions.

**7.2.3. Fast Payback Capital Investment (FASCAP) Data System.** This data system tracks all FASCAP projects.

**7.2.4. Headquarters Air Force Manpower Data System (HAF MDS).** HAF MDS is a resource accounting and management information system that supports the Directorate of Manpower, Organization and Quality at HQ USAF. HAF MDS is the system containing all F&FP manpower data and as such processes and transmits manpower allocation resource data to the commands. HAF MDS accepts, and consolidates manpower authorizations and requirements data from the commands into the Consolidated Manpower Database (CMDB).

**7.2.5. Personnel Accounting Symbol (PAS) System.** The PAS system provides all organizational data for manpower data systems at all levels.

**7.2.6. Logistics Composite Model (LCOM).** LCOM is an Air Force standard data system designed to simulate the interaction of aircraft operations and maintenance environments. Several MAJCOMs use LCOM to determine maintenance manpower requirements and sortie generation capabilities.

**7.2.7. IDEA Program Data System (IPDS).** IPDS is an online automated system for tracking each submission under the AF IDEA program. Its predecessor, the Microcomputer Suggestion Program Data System (MSPDS), continues to exist to track suggestions submitted prior to 1 Oct 97.

**7.2.8. Commercial Activities Inventory and Reporting System (CAIRS).** CAIRS is used to extract commercial activities inventory data from MDS to comply with OMB Circular A-76 reporting requirements.

**7.2.9. Automated Commercial Activities Cost Comparison System (COM PARE).** COMPARE automates the OMB Circular A-76 commercial activities cost comparison process.

## 7.3. Description of Reports:

**7.3.1. Manpower Transaction Report.** This is a report of changes to HAF MDS and PDS of peacetime and wartime requirements and contract manpower equivalents, as well as, distribution of Air Force allocations to the lowest level of detail required for AFPC to obtain and assign military personnel and for servicing civilian personnel offices to fill civilian positions. This finite structure includes but is not limited to:

PAS.

Grade (rank for military and CIV for civilian positions).

AFSC.

Function.

Program element identification.

Number of authorizations by effective and through dates.

7.3.1.1. The report contains four file identities:

Active for active forces and IMAs.

Guard for Air National Guard.

Reserve for Air Force Reserve Command.

NPP for nonpermanent party forces.

**NOTES:** Each Identity is sub-divided by seven manpower types

Authorizations.

Peacetime.

Wartime Plan.

Wartime Execution.

CME

Un sourced Wartime.

Un sourced Peacetime.

7.3.1.2. The report:

Updates the HAF MDS, which HQ USAF uses to produce reports.

Provides an inquiry database.

Documents HQ USAF or higher-level decisions that commands have implemented.

Provides resource accountability by comparing allocations with authorizations.

Sends manpower changes to the personnel data system (PDS), which AFPC uses in assignment actions.

7.3.1.3. The commands' data automation activities produce the report and send it to:

HQ USAF/XPM.

AFPC.

Servicing Manpower and Quality Office.

Military Personnel Flight.

Civilian Personnel Office.

Consolidated Reserve Personnel Offices.

7.3.1.4. The report is sent to HQ USAF as required, but no less than once a month. End-of-month and end-of-quarter reports must arrive by the last day of the month.

7.3.1.5. This report is designated emergency status code C-2. Continue reporting during emergency conditions, normal precedence. Continue reporting during MINIMIZE.

**7.3.2. Commercial Activities Inventory Report and Five-Year Review Schedule (RCS:DD A&T (A)1540).** This report contains in-house manpower data for Air Force commercial activities, and serves as a Congressional summary report containing both in-house and contract data.

**7.3.3. Manpower Resource Allocation Report.** This report:

Updates commands' manpower allocations through interface.

Adjusts commands' net worth by allocating approved F&FP and FYDP decisions.

Is designated emergency status C-2. Continue reporting during emergency conditions, normal precedence. Continue reporting during MINIMIZE.

## 7.3.3.1. Allocations are in two parts:

Allocation detail.

Rationale.

**7.3.4. Resource Summary Report.** This report advises HQ USAF/XP of command resources by:  
Identity.

AF program element code.

Manpower category.

Country code.

7.3.4.1. The MDS System Manager at each MAJCOM, FOA, and/or DRU spawns the report and sends it to AF/XPMI.

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DCS/Plans and Programs

**Attachment 1****GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

OMB Circular A-76, *Commercial Activities Cost Comparison Process*.

DoD Directive 1235.11, *Management of Individual Mobilization Augmentees*.

DoD Instruction 7730.64, *Automated Extracts of Manpower and Unit Organizational Element Files*.

DoD Regulation 4000.19, *Interservice and Intragovernmental Support*.

AFPD 38-1, *Organization*.

AFI 38-101, *Air Force Organization*.

AFCSM, 38-142, Vol 2, *Manpower Data System (MDS) Software User Manual*.

AFPD 38-2, *Manpower*.

AFI 38-201, *Determining Manpower Requirements*.

AFI 38-204, *Programming USAF Manpower*.

AFI 38-205, *Manpower and Quality Readiness and Contingency Management*.

AFMAN 38-208, *Volume I, Air Force Management Engineering Program (MEP) - Processes*.

***Abbreviations and Acronyms***

**AEF**—Aerospace Expeditionary Force

**AFCDD**—Air Force Corporate Data Dictionary

**AFQCMI**—Air Force Center for Quality, Management and Innovation

**AFPC**—Air Force Personnel Center

**AFSC**—Air Force Specialty Code

**AFMRF**—Air Force Manpower Readiness Flight

**AGR**—Air Guard Reservist

**AIS**—Automated Information System

**ARC**—Air Reserve Component

**ART**—Air Reserve Technician

**BOS**—Base Operating Support

**BRAAT**—Base Recovery After Attack Team

**CA**—Commercial Activity

**CAIRS**—Commercial Activities Inventory and Reporting System

**CAMIS**—Commercial Activities Management Information System

**COMPES**—Contingency Operations/Mobility Planning and Execution System

**CONUS**—Continental United States

**CSAF**—Chief of Staff Air Force

**CS&P**—Competitive Sourcing and Privatization

**DCAPES**—Deliberate and Crises Action Planning and Execution System

**DoD**—Department of Defense

**DRID**—Defense Reform Initiative Directive

**DRU**—Direct Reporting Unit

**F&FP**—Air Force Force and Financial Plan

**FASCAP**—Fast Payback Capital Investment

**FNDH**—Foreign National Direct Hire

**FOA**—Field Operating Agency

**FYDP**—Future Years Defense Program

**HAF**—Headquarters Air Force

**HQ AFRC**—Headquarters Air Force Reserve Command

**HQ USAF**—Headquarters United States Air Force

**IMA**—Individual Mobilization Augmentee

**IMAAT**—Individual Mobilization Augmentee Allocation Team

**ISSA**—Inter-Service Support Agreement

**LCOM**—Logistics Composite Model

**MANFOR**—Manpower Force Packaging System

**MAJCOM**—Major Command

**MDS**—Manpower Data System

**MES**—Military Essentiality Status

**MQ**—Manpower and Quality

**MPF**—Major Force Program

**MTW**—Major Theater War

**NGB**—National Guard Bureau

**OOTW**—Operation Other Than War

**Oplan**—Operations Plan

**OPR**—Office of Primary Responsibility

**OSD**—Office of Secretary of Defense

**OSI**—Office of Special Investigations  
**PAS**—Personnel Accounting Symbol  
**PBD**—Program Budget Decisions  
**PCS**—Permanent Change of Station  
**PD**—Program, Installations, Units and Priorities Document  
**PDM**—Program Decision Memorandums  
**PDS**—Personnel Data System  
**PEC**—Program Element Code  
**PG**—Program Guidance  
**POM**—Program Objective Memorandum  
**PPBS**—Planning, Programming, and Budgeting System  
**RIC**—Resource Identifier Code  
**RIF**—Reduction in Force  
**SAF**—Secretary of the Air Force  
**SAM**—Single Agency Manager  
**SECDEF**—Secretary of Defense  
**TPFDL**—Time-Phased Force Deployment List  
**UAF**—Unit Authorization File  
**UMD**—Unit Manning Document  
**USDH**—United States Direct Hire  
**UTC**—Unit Type Code

### *Terms*

**End Strength** —The count of the Air Force military and civilian positions which the Air Force has funded in each year of the Future Years Defense Program (FYDP) to accomplish all approved missions. End strength provides the basis for funded man-years within the personnel system, and provides the target for personnel plans, programs, and budgets. End strength is a resource provided to support approved force structure, programs, or missions. End strength changes do not drive force structure or mission changes; they are tied to programmatic increases and decreases in force structure or mission. FYDP end strength is allocated to commands by program element code and category.

**Manpower Authorization** —A funded manpower requirement with detail which defines the position in terms of its function, organization, location, skill, grade, and other appropriate characteristics which commands use to extend end strength resources to units.

**Manpower Data System (MDS)** —The official source of manpower authorization data for the active duty Air Force, Air National Guard, and Air Force Reserve. The system receives manpower authorization allocations from the HQ Air Force Manpower System, organization data from the Personnel Accounting

Symbol System, and contingency planning data from the manpower and personnel system. The Manpower Data Systems provides authorization data to the Personnel Data Systems for recruitment, training and assignment actions and to wing and unit commanders for peacetime and contingency planning actions.

**Manpower Requirement** —Joint Pub 1-02 defines manpower requirements simply as human resources needed to accomplish specified work loads of organizations. More specifically, the manpower is needed to accomplish a specified job, workload, mission, or program. There are two types of manpower requirements: funded and unfunded. Funded manpower requirements are those that have been validated and allocated. Unfunded requirements are validated manpower needs that have been deferred because of budgetary constraints.

**Military Essential** —Positions that directly contribute to prosecution of war (combat or direct combat support), exercise Uniform Code of Military Justice authority, are required by law, are military due to custom or tradition, are needed for overseas rotations, or require a skill not available in civilian resources. Other workloads are not military essential and should be performed by in-service civilians or contract services.

**Out-of-Cycle Actions** —Changes to military authorizations effective in the current or two succeeding fiscal quarters or changes to civilian authorizations effective during the current quarter.

**Unit Authorization File (UAF)** —A file within the Manpower Data System containing all manpower attributes (data fields) applied to authorizations: for example, functional account code, Air Force specialty code, program element code, personnel accounting symbol, etc.

## Attachment 2

### MANPOWER MIX DECISION PROCESS

The following steps describe the decision process used to determine type of manpower (military, civilian, or contract service) to use when validating manpower requirements. See figure 6.1 for a graphic illustration.

**Step 1. Validated Manpower Requirement.** A validated manpower requirement is a unit of work, usually expressed in whole man-years that a MAJCOM XPM recognizes as a requirement for mission accomplishment. After validating a manpower requirement, the MAJCOM goes to step 2.

**Step 2. Is Military Incumbency Required for Unit Mission?** To answer this basic question, review table 6.1, rules 1 through 11. If the answer is yes, go to step 3. If the answer is no, go to step 13.

**Step 3. Is Full-time Capability Required?** Decide whether the work must be performed during wartime only and need not be performed daily during peacetime. If the answer is no, go to step 4. If yes, go to step 5.

**Step 4. Provide Air Reserve Force Authorization.** Identify the workload requirement to HQ USAF/XP so that it can give the proper Air Reserve Force authorization.

**Step 5. Are Active Military Skills Available?** Check AFIs 36-2105 and 36-2108 to determine whether proper Air Force Specialty Codes exist to perform the workload. You may need to check with the MAJCOM personnel office and with AFPC/DPP to determine if military skills are available. If yes, go to step 6. If no, go to step 7.

**Step 6. Provide Active Military Authorization.** The MAJCOM gives active military authorization.

**Step 7. Is There a Legally Contractable Workload?** Check with the MAJCOM or installation contracting office to determine whether the workload is legally contractable according to FAR part 37, paragraph 37.104, which prescribes personal services contracts. If yes, go to step 8. If no, go to step 10.

**Step 8. Are Contract Services Available?** If the MAJCOM or installation contracting office determines that contract services are available, go to step 9. If not, go to step 10.

**Step 9. Interim Contract Until Resources Available.** The MAJCOM approves an interim contract until military resources can be planned and made available.

**Step 10. Are Civilian Skills Available?** The MAJCOM or local civilian personnel office determines whether civilian skills are available. If no, go to step 11. If yes, go to step 12.

**Step 11. Surface to HQ USAF.** The MAJCOM or local civilian personnel office recommends alternatives to HQ USAF for resolution.

**Step 12. Interim Use of Civilians Until Resources Available.** The MAJCOM approves interim use of civilians until military resources can be planned and made available.

**Step 13. Is Military Incumbency Required for Air Force-wide Mission?** Review table 6.1, rules 9 through 13. If the answer is yes, go to step 3. If no, go to step 14.

**Step 14. Is In-Service Civilian Incumbent Required?** Review table 6.1, rules 1 through 9. If yes, go to step 15. If no, go to step 23.

**Step 15. Are Civilian Skills Available?** See step 10 for review procedures. If yes, go to step 16. If no, go to step 17.

**Step 16. Provide Civilian Authorization.** The MAJCOM gives civilian authorization.

**Step 17. Are Active Military Skills Available?** See step 5 for review procedures. If yes, go to step 18. If no, go to step 19.

**Step 18. Interim Use of Military Until Resources Available.** The MAJCOM approves interim use of military personnel until civilian resources can be programmed and made available.

**Step 19. Is There a Legally Contractable Workload?** See step 7 for procedures. If no, go to step 20. If yes, go to step 21.

**Step 20. Surface to HQ USAF.** See step 11.

**Step 21. Are Contract Services Available?** See step 8 for procedures. If yes, go to step 22. If no, go to step 20.

**Step 22. Interim Contract Until Resources Available.** See step 9.

**Step 23. Is There a Legally Contractible Workload?** See step 7. If yes, go to step 24. If no, go to step 27.

**Step 24. Are Contract Services Available?** See step 8. If yes, go to step 25. If no, go to step 27.

**Step 25. Are Contract Services Less Expensive?** When mission changes or wartime taskings dictate a review of a commercial activity, a cost comparison is appropriate. To do the review, compare all relevant costs. If yes, go to step 26. If no, go to step 27.

**Contract Cost Elements:**

Contract prices

Other government costs

    Transportation

    Contract administration

    Severance costs

    Other costs

**In-House Cost Elements:**

Civilian Personnel Costs

Materials, supplies, and equipment.

Maintenance and repair

Installation overhead

Factored costs:

    Retirement, life, health insurance

    Federal taxes foregone

    Interest for capital investment

Workmen's compensation and other benefits.

Above installation overhead

Other costs

**Step 26. Procure Contract Services.** The contracting office procures contract services.

**Step 27. Are Civilian Skills Available?** See step 10 for procedures. If yes, go to step 28. If no, go to step 29.

**Step 28. Are Civilian Authorizations Provided?** The MAJCOM gives civilian authorization.

**Step 29. Are Military Skills Available?** See step 5 for procedures. If yes, go to step 30. If no, go to step 31.

**Step 30. Interim Use of Military Until Resources Available.** The MAJCOM approves interim use of military personnel until civilian resources can be programmed and made available.

**Step 31. Surface to HQ USAF.** Recommended alternatives must be surfaced to HQ USAF for resolution.